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Review
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RURAL AREAS DEVELOPMENT ISSUE



U. S. DEPARTMENT OF AGRICULTURE



**Official monthly publication of
Cooperative Extension Service:
U.S. Department of Agriculture
and State Land-Grant Colleges
and Universities cooperating.**

The Extension Service Review is for Extension educators—in County, State, and Federal Extension agencies—who work directly or indirectly to help people learn how to use the newest findings in agriculture and home economics research to bring about a more abundant life for themselves and their communities.

The Review offers the Extension worker, in his role of educational leader, professional guideposts, new routes, and tools for speedier, more successful endeavor. Through this exchange of methods, tried and found successful by Extension agents, the Review serves as a source of ideas and useful information on how to reach people and thus help them utilize more fully their own resources, to farm more efficiently, and to make the home and community a better place to live.

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EAR TO THE GROUND

At the National Agricultural Outlook Conference here last month a good deal of attention was paid to rural areas development. Among the papers presented was "Current and Forceable Trends in Rural Population" by Calvin L. Beale of USDA's Economic Research Service. Mr. Beale has some interesting and valuable trends to report:

"During the 1950's, at least 70 percent of the net migration from farms consisted of young people under age 20 or who reached age 20 during the decade . . . it is the failure to understand the extent and pattern of recent migration from the farm that constitutes a major defect in any proposal for the government to speed up the movement of large additional numbers of workers out of agriculture, as a presumed means of improving the condition of such workers and of remaining farmers.

"The workers referred to in such proposals are those not presently making a good income from farming. What such proposals overlook is the fact that the bulk of all low-income farmers are middle-aged or older. . . . Thus an induced movement of low-income farmers would have to be primarily focused on farmers of middle

age or older. Quite aside from the difficulty of providing re-employment opportunities for such people, they are not likely, on the average, to be interested in uprooting themselves at such a stage of life. . . .

"Today we simply no longer have large numbers of young men farming inadequate-sized farms. The age composition of farm people suggests strongly that the large-scale movement out of agriculture of entire families with able-bodied heads is largely finished."

In this special issue we are featuring articles on rural areas development, ranging from Assistant Secretary Baker's challenge to the story of the rebirth of a Tennessee county.

This issue marks not only the close of 1962, but the close of our assistant editor's work on the Review. Doris Walter, after 4½ years on this magazine, is transferring to USDA's Agricultural Marketing Service in Chicago. June wedding bells are due to ring for her, too.

We hope you will join us (especially those who have met Doris personally) in extending best wishes on her new assignment(s).—WAL
Next Month: Professional Improvement.

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Light the Way for rural areas development

by JOHN A. BAKER, Assistant Secretary of Agriculture
for Rural Development and Conservation

FOR nearly 50 years, "Ask your county agent," has been an "Open sesame" to wealth that has transformed and is still changing our agriculture. I speak of the wealth of new ideas that have made U. S. agriculture the most productive and efficient in the world.

Another widely-used bit of advice, "See your home demonstration agent," has keyed vast and continuing improvements in rural homes.

Today, "See your county Extension agents," can be an "Open sesame" to riches that once seemed beyond our dreams—the means of rebuilding and revitalizing the economy of all rural America.

You paved the way through your work in rural redevelopment counties. From your experiences there we learned that:

- Economic development is an extremely complex matter and depends in a unique way upon the private initiative of local people encouraged and guided by appropriate motivation and technical guidance;

- Economic planning and development proceed more certainly and effectively if they enlist the interest and participation of all people in the community on a group, cooperative basis;

- There is a wide variety of highly competent services and aids to rural areas development available from agencies of USDA and other Federal Departments, which can be put to

work with greatly enhanced results if they are brought to bear in a coordinated way upon local problems; and

- In developmental efforts, land and people are inseparably molded together like two sides of a coin. Economic growth cannot be realized in full without attention to land use and the conservation of natural resources. Improvements in the use of land and water must be firmly based on aspirations of the people.

Now we have embarked upon a broad-scale effort to bring permanent prosperity to rural America. Our task is to help local groups muster all resources that can be used to generate new jobs and promote opportunities in rural areas for all Americans.

Your task in the Cooperative Extension Service is to acquaint people with the opportunities this effort holds for them.

The assignment is an urgent one whether you are working in counties where there are RAD committees (approximately 1800 counties as this is written) or in counties that have not yet taken this forward step.

We are deeply concerned because many people tell us that the RAD concept is not yet understood. Community leaders, public officials, farm families, people in business, and others who are sensitive to rural problems and who see the compelling need for rural areas development still do not know of the opportunities that are being opened up.

Too many people who are con-

cerned about rural areas development and who can make a contribution to the effort in their local communities do not yet know that:

- 1) RAD is a self-help program sparked by local initiative to prepare unified resource development work plans to be shared by the several participating agencies;
- 2) Secretary Freeman has committed all of USDA's resources that have a bearing on rural areas development to help local RAD committees with education, leadership, technical assistance, and credit;
- 3) The assistance is available, not only to low-income areas and others designated for help under the Area Redevelopment Act, but to all rural areas where local people wish to undertake development projects and will take the initiative in organizing for action.

Many of you took part in the regional Land and People Conferences this past fall. We were gratified and encouraged by the enthusiasm that swept through the conferences and by the great surge of interest in helping to build a firm foundation for permanent prosperity in rural America.

The torch has been lighted. But the path will not be clear until there are millions of candles to help illuminate the way. We are counting on you to help light those candles. ■



Progress in RAD through Cooperative Education

by EVERETT C. WEITZELL, Director, Division of Resource Development and Public Affairs, Federal Extension Service

ECONOMIC and social progress are always relative, depending on the starting point and the quality of an area's resources. Progress also depends on understanding what can be done and motivating local initiative to get it done. Following establishment of appropriate organizational framework, local leadership may move rapidly or slowly. What Cooperative Extension does to provide understanding and motivation may make the difference!

During the past 18 months, substantial organizational progress has been achieved in most States. According to the accompanying summary, 43 States and Puerto Rico have established State rural areas development committees. Five other States have organized and are assisting local committees in resource development activities of various types. In total, 48 States and Puerto Rico reported some organizational progress, as of mid-summer 1962.

Obstacles to Progress

Of course, organization is only a means to an end. The extent to which adequate understanding and motivation have activated local initiative has varied widely. Numerous obstacles have been tossed in the way of the educational and social action processes.

In some cases, progress has been slowed by a reluctance to change old methods and recognize the need for total resource development.

Other efforts have been submerged in propaganda relative to local versus national initiative. People have been slow to appreciate that social and

economic development are not spontaneous, but will arise only as the result of aggressive leadership. This was the basic motivation for the Smith-Lever Act nearly 50 years ago, as well as the 1955 amendment which gave Extension the responsibility for leadership in total resource development.

Until recently, our attention has concentrated more or less on local committee organization and overall economic development program (OEDP) preparation in the "redevelopment areas" designated under the Area Redevelopment Act. By August 1, 1962, however, 809 county committees had been organized in nondesignated counties and more than 400 economic development programs were being prepared. Generally, technical action panels of USDA agency personnel had been activated to provide technical assistance to the local committees.

County and area committees have involved approximately 50,000 people with more than 42 percent of the meetings held in nondesignated areas. This indicates that significant progress is being made in creating an understanding and appreciation for comprehensive resource development. As a result, the number of economic development programs and projects being prepared is expanding rapidly.

The extent to which people actually benefit, in terms of social and economic progress, is the real measure of resource development. Project implementation, as a result of current RAD activities, is just beginning to be a reality in most areas.

Several State Extension Services have been able to move ahead rapidly

in the designated "redevelopment areas," with the full cooperation of State development agencies and ARA personnel. Others have been retarded by lack of cooperation and understanding of Extension's authority for organizational and educational work. These impediments are gradually being removed as all hands are being involved in jointly shared workshops and training sessions. Extension officials indicate that greater attention will be given to joint training conferences with other agency personnel, especially members of technical action panels.

Importance of Involvement

In many instances the educational values that should be derived from the preparation of OEDP's have been diminished or completely nullified by the failure to involve local people. This happens frequently when a consultant or county agent prepares such a document simply to meet an arbitrary requirement.

In many 5(b) "redevelopment" areas, Extension personnel are engaged in preparing "comprehensive" OEDP's within a year after submission of the preliminary. The objective is to achieve a more thorough area analysis and economic development program.

In this respect, emphasis should be placed on two factors: *people* and *program*. Participation and understanding of the people in the preparation of an economic development program, in which all agencies participate in a unified manner, are essential.

Several States are providing area or district resource development spe-

cialists to help local Extension staffs carry out comprehensive programing. Training local leadership, assembling resource inventories, and initiating the social action process often require specialized assistance. In most instances, personnel with sufficient training and experience in this type of work are not readily available. Time is required for training and equipping qualified persons for this work.

Another aspect of the progress to date has been the substantial amount of time required to motivate local leadership and initiative. Perhaps there has been a tendency to expect local initiative to arise spontaneously and a reluctance to provide adequate motivation. Even at best, adequate time must be allowed to *provide leadership* rather than to *drive people* into an activity which they don't understand.

Extension's challenge is to accelerate the rate of progress in both designated and nondesignated areas and to take full advantage of the educational leadership opportunities available through the RAD process. Cooperative Extension is supported by Congress as the educational arm of USDA. There seems to be no better method of fulfilling this responsibility than to involve the people we serve in a systematic programing process in which all USDA and other Federal, State, and local agencies participate.

Preparing a Program

The preparation of a unified economic development program is not the exclusive responsibility of any one person or agency. It should be the product of a widely representative citizens committee or equivalent organization. Extension provides leadership and administrative support. But the other participating agencies, especially the technical action panel agencies of USDA, must share the responsibility for those portions of the inventory, analyses, problem identification, and programing with which their agencies are especially concerned.

In other words, after an outline for the OEDP has been formulated, appropriate segments of the job become the responsibility of the respective participating agencies.

Resource inventory data is made available to the committees for their consideration and analysis. As the committee members understand their problems, and their development possibilities, they can be assisted in outlining project proposals and work plans for implementation by the appropriate organizations and agencies. The areas development program, thus, includes the work plans for their respective resource development agencies and the OEDP represents the area's development handbook.

Assuming Service Leadership

Who should assist the committees in assembling the various segments of the development program into a unified document? The participation of the several agencies can be agreed upon, but Extension should assume the leadership for servicing the entire social action process as part of its organizational and educational leadership duties.

Understanding the area's resources, problems, potentials, and the various action programs available to help, is an integral part of the educational process. In this role, Extension performs its "educational arm" function for the USDA.

This role is not entirely new for Extension, except that it may be more comprehensive and systematic. For many years Extension agents have been utilizing the group action process to channel education to rural people. They have helped to organize

rural electric cooperatives, soil conservation districts, and many other local action groups. In RAD, the same techniques are expanded to a total resource development program.

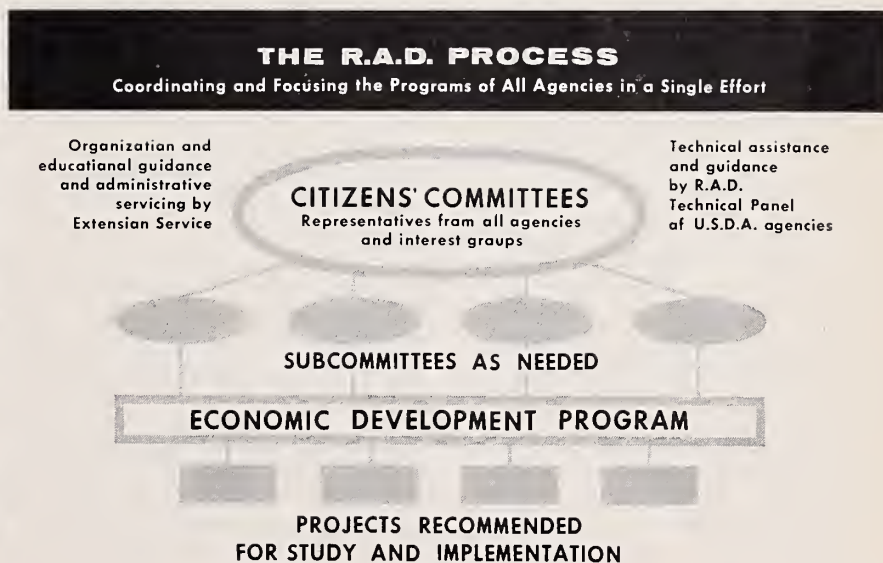
However, some differences should be recognized. Many local agents may need specialized assistance in their efforts to help committees study non-farm resources and pull together the various phases of resource development into a unified program.

In some cases this specialized assistance may be provided by district or area agents. In others, specialists from State Extension staffs and other departments of the university may be made available to supplement the talents of local staffs.

Every effort should be made to maximize the use of local talent, especially women leaders. Women's organizations are useful innovators and often are able to provide motivation.

Economic development is not a simple task. Almost any new venture will be highly competitive. Imagination and zeal are highly important, but unfounded "dreams" must be sifted out by thorough feasibility studies. Care must be exercised so as not to mislead people into expecting the impossible.

The analyses of potential development should be realistically done, with the help of qualified specialists in economics and business management. Some areas have advantages (See *Cooperative Education*, page 263)





RAD and the **PROCESS OF CHANGE**

by J. NEIL RAUDABAUGH, Assistant Director, and
WARD F. PORTER, Extension Research Specialist, Programs,
Division of Extension Research and Training,
Federal Extension Service

MANY families in depressed rural areas are experiencing uncertain employment, substandard health and educational services, and generally low income and living standards. Confronted with the complexities of the modern world, many still are psychologically and emotionally tuned to an outmoded pattern of living. And, unfortunately, many of these families are apathetic about their situation and often suspicious of outside assistance.

Self-generated interest and desire to cooperate on things they want to do are not likely to come from people who are apathetic about change. They may feel hopelessly committed to their present social and economic standards of living. They need motivation.

RAD is essentially a process of self-development. This process is one of helping people recognize and take action to solve their own problems. RAD committees, technical panels, and Extension people working with them have been implementing their operational perception of this process.

Discovering Needs

Economic and social development of families in these areas seems to succeed best if, at the outset, committees and Extension workers become aware of some currently recognized needs and probable expectations of local people. Discovering needs that people recognize and would be willing to work on together is one of the first tasks for those who hope to launch successful development programs.

Research in seriously depressed

communities shows that these people have motivations and ideas which can become the basis for local decision-making and cooperative action to improve their conditions. This requires imagination and creativity of the RAD committees, technical panels, and Extension workers.

People seem to respond if they are helped to feel important and capable. There is merit in beginning with the people's agenda and working toward the agenda of the RAD committees and technical panels. Once people have talked about their problems and made tentative suggestions for improving conditions, they need help with forming a local action organization to expedite cooperation that will lead to change. Often these people have had little experience or success with community or group action.

Stimulating Development

Rural areas development is, to a large extent, based on the thesis that people can learn to meet some of their own needs and solve some of their own problems through a process of development stimulated by professional assistance. Extension workers have been designated to carry out this process.

Extension's job is to structure and organize situations that will encourage or cause this process to take place. This is basic to and in line with the purposes and objectives of Extension and our democratic society. It requires much initiative on the part of Extension workers to stimulate the initiative of the people where resource development is needed.

Some operational assumptions basic

to this process of rural areas development and based on actual experience with people in resource development programs are:

People have underdeveloped initiative, abilities, and leadership potential.

People with latent abilities tend to develop when they work together in groups that seek to accomplish common goals.

People can reach agreement on needs and problems without damaging conflict between persons and factions.

People are capable of growth toward self-direction as members of groups and will assume responsibility for group action.

Responsibility for the economic and social development of an area to a large extent rests on the action of local groups.

Democratic skills are quite readily acquired by people who actively discuss and solve problems together.

Satisfactions gained from accomplishment with simpler projects can lead to undertaking more difficult projects and result in the expansion of resource development.

People involved in resource development invariably experience alternate periods of apathy, activity, discouragement, and enthusiasm.

Resource development requires reciprocal learning between people and their professional leaders.

Professional leaders must have empathy with the people.

Findings of a recent survey help substantiate the importance and relevance of the process of change in relation to resource development

work. The State staff and Extension workers in one area were surveyed to determine their awareness and understanding of the State's resource development program and their "felt" needs for appropriate additional training.

The results of this survey indicate that more than half felt they had only "limited" understanding of steps to be taken to insure the success of of the area program; the roles of county Extension agents, and supervisors in implementing the program; and the role and function of the State RAD committee.

Many Extension workers seemed to anticipate serious difficulty in carrying out certain steps to bring about changes that will result in resource development. The following "obstacles" to implementing a resource development program are in order of their seriousness as viewed by these professional workers:

Creating public awareness and understanding of major problems, needs, resources, and development potentials; encouraging local leaders to assume leadership responsibilities; lack of understanding of roles and responsibilities; gaining the full cooperation of other agencies and organizations.

This self-perception of staff training needs provided insights that should be considered in orienting and training Extension workers to perform effectively in the resource development program.

Training Wanted

In response to the question, "What major kinds of staff training do you think would help you as an Extension worker in supporting or giving leadership to a total resource development program?", the following five "felt" needs seemed to be considered most urgent. These needs, in order of their

estimated importance to the staff members involved in this survey, were: 1) how to initiate and bring about change in attitudes, understanding, etc.; 2) how to work with disadvantaged and other hard-to-reach segments in the population; 3) how to collect and use basic economic and social data in helping people plan and carry out resource development programs; 4) how to plan and implement an effective resource development program using local leaders and working with other interested agencies and organizations; and 5) basic principles of sociology and human behavior as related to total economic and social development programs.

Although the above would not necessarily be applicable to other States, some generalizing might be appropriate. The success or failure of many programs—Extension and otherwise—hinges on the development of basic understanding and competencies in the process of bringing about change. The following guidelines developed from relevant research may be useful to professional workers currently working with RAD and the process of change.

Suggested Guidelines

- People resist changes that appear to threaten basic securities, changes they do not understand, and changes they are forced to make.

- Failure to work through existing social organizations or miscalculation as to the functioning social units often lead to problems of social structure that inhibit change.

- Poor relations between the people involved because of misunderstanding or poor definitions of the role of the professional leaders lead to problems for these leaders.

- Failure to bring the people into

the planning and carrying out of a program of change leads to problems of participation.

- Failure to understand the connection between certain customs and beliefs and proposed changes leads to problems of cultural linkage.

- Adults resist when someone says they should change, but their desire to change may be awakened or stimulated by outside influences.

- If adults decide a change is not relevant to their personal needs, they will not identify with the idea and may openly resist such change.

- To bring about changes with adults, start with what they feel are needed changes and work up to what you as a professional recognize as necessary changes.

- The people who are to accept change and those who are to exert influence for change must have a strong sense of identification and belonging to the same group.

- Changes in one part of a social system produce strain in other related parts which can be reduced only by eliminating the change or by bringing about adjustments in the related parts.

- Changes should be introduced with the fullest possible consent and participation of those whose work and morale will be affected by the changes.

- Strong motivation for change can be established by creating a shared perception by the people of the need for change, thus making the source of pressure lie with the people themselves.

- Forces operating in a situation control it. A "change agent" can be successful in initiating change only if he understands and moves with these forces—cultural, social, economic. By doing so, constructive changes can be brought about in the people who are identified with these forces. ■



Measuring the FEASIBILITY of development PROPOSALS

by DR. GEORGE S. ABSHIER,
Extension Economist, Oklahoma

PREPARATION of overall economic development programs in the rural areas development program invariably uncovers problem areas that require feasibility studies to determine the probable economic gain or loss in the venture.

Ordinarily, local people are not well-informed on industry trends and on trends in competitive areas. Thus far, they have welcomed this assistance and guidance in organizing to accumulate information they need.

Extension marketing economists have been asked to investigate the economic feasibility of several Oklahoma proposals. Feasibility studies will be necessary in many areas in connection with economic development, and not limited to agricultural marketing firms.

Four studies, described in the following paragraphs, will point out the variations necessary in approaching different types of problems. These problems, requiring feasibility studies, were brought to the economists' attention by county agents.

The marketing economists approached the studies purely from the standpoint of economic feasibility for both cooperatives and other industry. It was assumed that to be economically feasible, a venture must be profitable.

Sample Studies

Case number one was a request to determine the feasibility of establishing a charcoal briquetting plant in Eastern Oklahoma. This study included an analysis of the entire charcoal market. Since the product must be distributed outside the area of pro-

duction, any plant will be competing on the national market.

In his analysis, Lee Clymer, forest product marketing specialist, prepared a rather thorough description of the charcoal industry, pointing out the areas of briquetting plants and production. In addition, Clymer prepared a budget for the establishment and operation of various-sized plants, and budgets for the kilns necessary.

R. E. "Gus" Page, grain marketing specialist, used a slightly different approach in studying the practicability of establishing a feed mill. With the cooperation of local people, he conducted a survey to determine probable trends of feeding in the area.

Several nearby feed mills were visited to determine their problems and plans. The prospective competition knew full well that a feed mill was proposed for the area. Cooperation was excellent.

In addition, Page used a formula (developed at Kansas State under a contract with the Federal Extension Service) to determine the probable volume of business for a feed mill in the given area. He also prepared budgets to show probable net profit or loss.

Case number three involved whether or not to establish a turkey processing plant and cold storage facility in Northeastern Oklahoma. Sewell Skelton, poultry marketing specialist, outlined a procedure for local people to survey prospective turkey producers in the area.

This study involved a survey of existing processing facilities in Oklahoma, Arkansas, and part of Texas.

Information on location and volume potentials was required. A survey of past, present, and potential turkey production within a 125-mile radius of Sallisaw, Okla., was necessary. Estimates were made for minimum volume for efficient operation.

The fourth request resulted from an idea to establish a beef feed lot in Eastern Oklahoma. This feasibility study was conducted by R. E. Daugherty, livestock marketing specialist.

In addition to a survey of local conditions, Daugherty used the results of research, conducted in Oklahoma and other States, on the costs and returns of feed lot operations. He also prepared detailed data on livestock production trends in the area of the proposed feed lot.

Reports to the People

The report was similar in all four cases. Each specialist gave the people interested in the project both a verbal and a mimeographed report with all data, summary, trends, budgets.

In no case was a specific recommendation given as to what to do. This was left to local people.

Alternatives were pointed out in each case to assist local people in decision-making. These included sizes of operation and types of services offered.

In some cases, considerations other than economic are important. For example, another feed mill study indicated a negative profit margin for the feed operation. But the people wanted the feed mill for its service and convenience. Consequently, this mill is now being constructed.

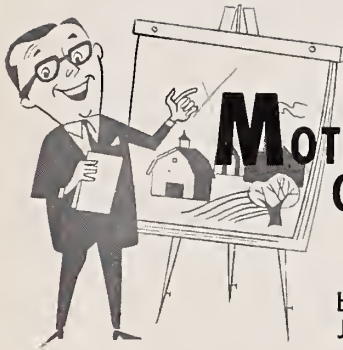
Local reception of the reports was excellent and the response indicated that people did not expect a definite recommendation. The resulting decisions indicate that local committees place a high value on these reports.

In the area considering a turkey processing plant and cold storage facility, it was decided to delay final action until after this year's production experience. This is partly influenced by the large production in 1961 and current instability in the turkey industry. However, the group is continuing to plan and investigate the

(See *Feasibility Studies*, page 263)

Editor's Note: Rural America boasts millions of small woodlands. Some are scientifically "cropped;" many more are left to shift for themselves. These woodlands are an important part of rural areas development.

But, how much do we know about the owners of these woodlands? Do "Tree Farmers" differ from other innovators? This article brings out some findings of a study of Kentucky Tree Farmers and other woodland owners.



MOTIVATIONS OF SMALL WOODLAND OWNERS

by FRANK A. SANTOPOLO, Rural Sociology Specialist, and
JAMES A. NEWMAN, Forestry Specialist, Kentucky

RECENTLY, Extension personnel in 16 States initiated studies in the motivations of small woodland owners. Do they adopt ideas early? Do they encourage others to adopt new practices? Why? How do they differ?

Past studies indicate that those who influence others in the adoption of new practices (innovators) also differ slightly from their neighbors in social characteristics. Early analyses of the Kentucky data confirm this among small woodland owners. And these findings, although not completely analyzed, may be of interest to Extension workers, especially those involved in rural areas development.

Selection of Sample

Because of rather standardized procedures for the selection of "Certified Tree Farmers" in Kentucky, we selected "Tree Farmers" with 30 acres or more of woodland as the innovators in our study.

The 60 Tree Farmers interviewed were selected through probability sampling procedures. They own woodland acres which represent the various forest conditions in the State.

Each Tree Farmer was asked to name persons he believed he had influenced to adopt forestry practices. The persons named were called "influencees."

Wherever possible, interviews were obtained from 2 neighbors selected at random from individuals who lived

within a 1-mile radius of the Tree Farmer's woodland and who also owned 30 or more acres of woodland. It was assumed that the "neighbors" would represent the average woodland owner.

The Kentucky study was concluded with a total of 224 interviews: 60 Tree Farmers, 50 influencees, and 114 neighbors.

Information Sought

Assuming that Kentucky woodland owners designated as Tree Farmers are innovators in the adoption of recommended forestry practices, do they differ in age, education, income, occupation, size of woodland, years of woodland ownership?

Preliminary findings indicate that the Tree Farmers tend to resemble those whom they have named as "influencees." But they differ substantially from their woodland-owning "neighbors."

Although most woodland owners were elderly (60 years or more), more than half the "Tree Farmers" were in the middle-age bracket (40-59). This is compared to about half the "influencees" and 44 percent of the "neighbors." No Tree Farmer was under 30, but 4 out of 10 were 60 years old or more.

Looking at the age distribution in another way, the Tree Farmer and his "influencee" appear to be mostly middle aged (40-59 years) as com-

pared to the "neighbors." Nearly half the "neighbors" were 60 or more. Woodland ownership apparently is reserved for those past 40.

If woodland ownership is associated with persons past 40, *how many Kentucky woodland owners were retired?* Approximately 40 percent of all woodland owners in the sample were retired. Slightly more than one-fourth of the "neighbors," 15 percent of the Tree Farmers, and 14 percent of the "influencees," were retired.

One-third of the Tree Farmers were full-time farmers, and 4 out of 10 were either professionals or businessmen. Their "neighbors" were mainly full-time farmers. One-fourth of the "influencees" were either professionals or businessmen, and 38 percent were full-time farmers.

How many years had these persons owned their woodland? Most woodlands had been owned for 20 years or more, time enough to realize the benefits of forestry practices. Almost half the "neighbors," about 4 out of 10 of the Tree Farmers, and exactly 4 out of 10 of the "influencees" claimed ownership of 20 years or more. About one-fourth of each group had owned their woodland less than 10 years.

How many acres do these persons own? More than half the forest tracts consisted of less than 100 acres. (See *Woodland Owners*, page 263)



Area Committee Coordinates RAD

by ROBERT A. JARNAGIN, Assistant Extension Editor, Illinois

SOUTHERN Illinois has many opportunities for growth and development that have no relationship to county lines.

In recent years, recognition of common area problems has led groups of improvement-minded citizens to pool their interests to support their projects. And for many years, the Cooperative Extension Service of the University of Illinois has been working in the entire area through its Dixon Springs Experiment Station to improve agricultural production and income.

Waiting Potential

It is true that the relatively near St. Louis, Paducah, and Evansville markets offer wide outlets for more eggs, poultry, meat, and milk. But some opportunities for development in Southern Illinois lie in other aspects of life than agriculture.

The scenic hills, clear streams, artificial lakes, and heavy hardwood forests offer great undeveloped opportunities for hunters, fishermen, and tourists. An abundance of available labor also offers an incentive for industry location.

Into this setting came rural areas development in 1956 when Alexander

and Pulaski Counties at the southern tip of the State became the Illinois Pilot Resource Development Extension Unit.

County RAD committees were formed as the program developed. Several Overall Economic Development Programs (OEDP) have been formulated and many individual county projects have been started in the area. But until this year there had been no coordinated effort to study area problems as a unit.

Coordinating Planning

First approach to coordinated planning for the 10-county pilot unit was taken at an ideas conference in February 1962. Dean of Agriculture Louis B. Howard, as chairman of the Illinois State Rural Areas Development Committee, called the meeting. More than 175 local and State leaders attended.

L. B. Broom, area resources development adviser for the pilot unit counties, opened the conference and assigned the leaders to discussion groups. Each group chose its own chairman and secretary and discussed resource development opportunities in the area. Each group reported its discussion in the afternoon and

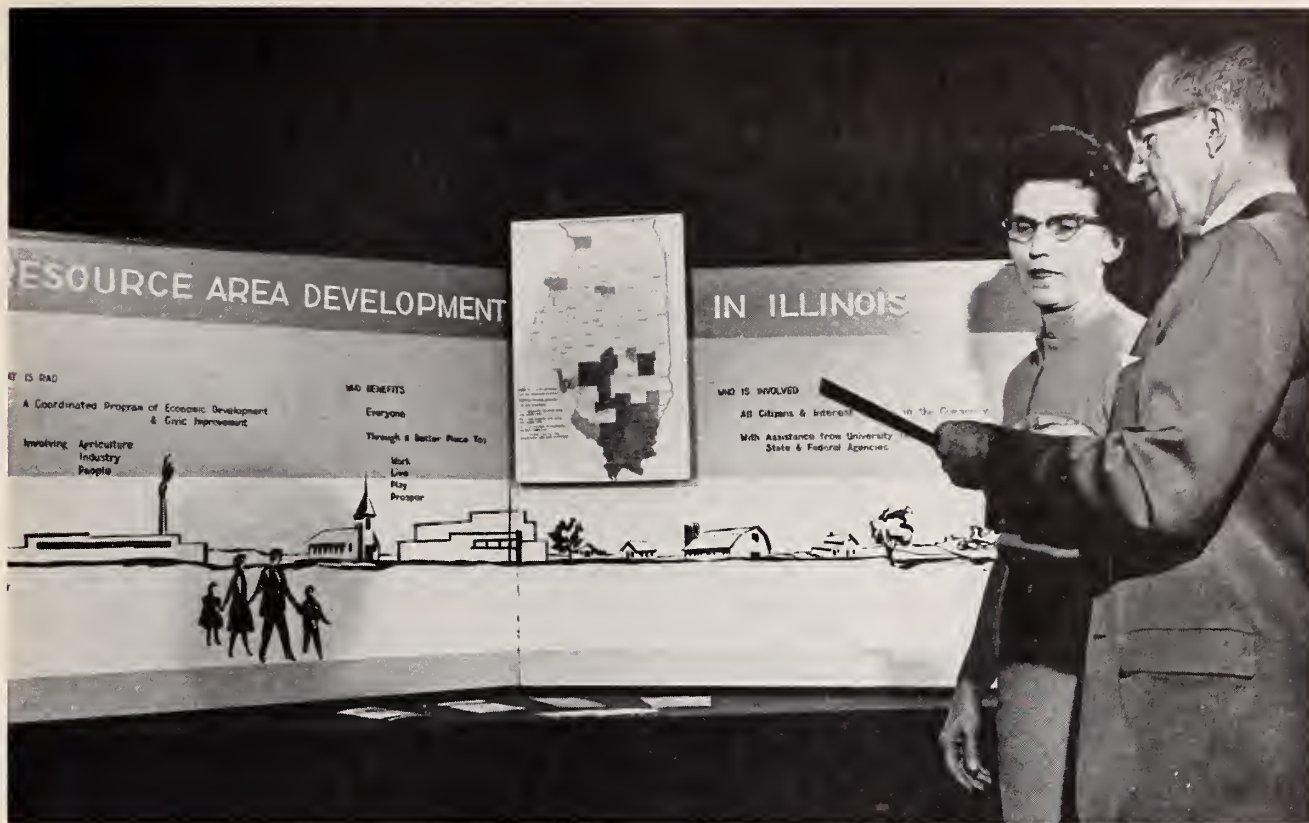
brought up questions from the floor.

The result of this conference was a list of potential projects for an area OEDP and the formation of an Area Resource Development Committee composed of two representatives from each of the 10 counties. This committee was charged with the responsibility to represent both rural and urban interests, including men, women, and youth. Monroe Deming, Jackson County superintendent of schools, was elected council chairman.

Five council meetings since the ideas conference have helped to bring together divergent viewpoints and to focus members' attention on area problems. Eventually, the council will spearhead an action program centered on an OEDP for the 10-county area. But the motto now is to make haste slowly with a sound, acceptable program as the ultimate goal.

Combined Efforts Grow

For example, each special interest group in the area formerly was "going it alone" with its own action program. Now, in a forum, ideas and interests can be laid on the table for inspection and evaluation on an area basis. The council has provided an



Dr. Elmer L. Sauer, executive secretary of the Illinois Rural Areas Development Committee, shows Mrs. Genevieve Farrell, Cumberland County home adviser, material on the Illinois RAD program. Mrs.

Farrell will use the portable exhibit in the background to help explain the program to her county homemakers.

opportunity for these groups to get together and iron out mutual problems.

Another advantage of the group approach has been in harnessing the abilities of many resource people in the area. Combining their talents in a united effort can improve the standard of living of the whole area. Several local leaders and heads of action organizations have discussed their views at council meetings. It was not always unanimously agreed that these views could lead to worthwhile projects. But the opportunity for group discussion has been invaluable.

Long-range plans of the area council call for developing more recreation facilities in Southern Illinois, bringing in more industry, sponsoring more feeder pig and calf sales, revising the existing tax structure, creating an area conservancy district, and developing the historic and scenic areas.

Specific short-range projects now being organized include putting together a lodging directory for deer hunters, locating at least one family in each county who will take a city family for an on-the-farm vacation next summer, improving campsite facilities in the Shawnee National Forest, and coordinating efforts by the recreation associations to improve area facilities along these lines.

Local Interest Stimulated

In addition, the activity of the area council has stimulated much interest within each county resource development committee. County residents now feel that they are taking an active part in improving the entire area.

Under the stimulation of the program for instance, the citizens of Pope and Hardin Counties voted a gravel tax to improve their secondary roads not getting State gas tax

money. Many roads, which up until now were literally impassable in wet weather, are getting a gravel layer.

Rosiclare residents have undertaken a townwide civic improvement plan for planting trees and growing more flowers and lawns. They furnished township relief work to prepare the plots, mow lawns, and water flowers daily.

Federal, State, and Extension foresters cooperated in a timber resource analysis to point up the area's opportunities for timber and lumber production. Jackson County was successful in its program to locate a large plastic tape factory in Carbon-dale.

Many other local and county projects indicate that the citizens of Southern Illinois can get interested in a self-help program that surmounts individual differences and combines human talents for the general welfare. ■



Multi-County Approach Shows Advantages

by **GEORGE SMITH**, Assistant Director
of Extension, North Carolina

FEW efforts of the North Carolina Agricultural Extension Service have been as significant as those spent in helping people to marshal their resources for economic and social development on a multi-county basis.

We believe community and area development is the best method for people with common interests, problems, and potentials to support and better themselves.

Our earliest efforts at community and area development go back to the late 1940's. By 1950, North Carolina had 29 organized communities and about 3,000 participating families.

Extent of Organization

Community and area development work was stepped up in the 1950's, and more recently, local efforts have been reinforced by the rural areas development program.

Areas range in size from 2 to 18 counties. Six of them contain a city of 50,000 or more and all contain a city of 10,000 or more. We have found it important to build on a nucleus of economic activity.

We decided that the rural areas development program (RAD) assistance could best be used by combining its objectives with our on-going community and area development program. We also decided to continue calling our effort the community and area development program even though it now corresponds closely with the RAD programs of other States.

In combining these objectives, the old State Committee on Rural Development was expanded into the N. C. Council of Community and Area De-

velopment. This council is responsible for stimulating, coordinating, and providing ideas for development work throughout the State. Council membership is composed of representatives from public and private agencies, plus the 13 area development associations. Extension Director R. W. Shoffner is council chairman; North Carolina Commissioner of Agriculture L. Y. Ballentine is vice chairman.

We have found that a successful area development organization must start with the people and have clear channels of communication and responsibility. Each area development group has a president, vice president, secretary, and board of directors, composed of six representatives from each county.

In addition, there are four standing committees: agriculture, industry, travel and recreation, and community development. Committee membership is composed of one representative from each county. Each standing committee is charged with analyzing their respective area of responsibility, determining needs, and outlining action programs.

The 10 people—6 on the board of directors and 1 on each standing committee—who serve at the area level also serve as the nucleus of the county development group. Organizational structure and responsibility at the county level are similar to those at the area level. County committees decide what can be accomplished locally and what must be tackled on an area basis.

Closest to the people are the community development groups, headed by a chairman, vice chairman, secretary, and occasionally a treasurer.

A 5 to 9-member planning committee investigates possible projects. Once a project is selected, a committee is appointed to spearhead the work. Once the job is finished, the committee is dissolved. Projects usually center around income, home improvement, youth, and community activities.

As we move into small towns and villages, we envision more of a council-type planning committee, composed of a representative from each existing organization. The council would plan and coordinate, but it would not be an action group.

Extension's Responsibility

Extension's responsibility in community and area development is the same as its responsibility in other programs—organization and education. Extension workers assist local leaders in getting their community, county, and area groups organized. They assist in setting goals at each level and choosing short and long-term projects to reach these goals.

On the State level, Extension's primary responsibilities in community and area development rest with 5 specialists in the Department of Rural Sociology and 2 in the Department of Agricultural Economics. The former devote most of their time to organizational assistance (each is assigned to specific associations), the latter to program planning. All serve in an advisory capacity to officers and directors of development groups. They also keep county Extension workers informed of program progress and plans. County workers, in turn, help provide local development groups with leadership.

Community and area development

has received its major impetus from some grimmer realities of life. North Carolinians have narrowed the gap in recent years between their employment, education, and income opportunities and those enjoyed by citizens of other States.

People are beginning to realize that the total solution to problems such as these cannot be found within the confines of a community or even a county. An area approach gives people an opportunity to take advantage of economies of size.

We have found that the size of a development area should be: (1) large enough to solve the problem at hand, and (2) consistent with the desires of local people who will carry the program.

For example, if the goal is industrial employment, the prospect will be interested in the quality and quantity of the labor force that can be induced to commute up to 50 miles. He will be interested in the raw materials, transportation network, and utilities offered over a wide area and usually available only in an area with a city of some size.

Areas that contain only small towns are at a distinct disadvantage in industrial development. It often proves uneconomical for towns of 2,000 or 3,000 to develop water supplies, sewage disposal systems, and other utilities adequate to service sizable industrial plants.

If larger plants are the goal, the area must be large enough to include a sizable city. For the U. S., the percentage of manufacturing employment located outside standard metropolitan counties declined from 28 percent in 1947 to 26 percent in 1958. However, establishment of an industrial plant in a city contributes to the economic growth of the entire region.

If agricultural development is the goal, the area must be large enough to provide markets for products produced.

The production necessary to supply the needs of a marketing facility of a processing plant are obtained only over an area of several counties.

A third factor that has bearing on the size of an area is the desires of people. It may often be economically desirable to delineate an area of sev-

eral counties, but local people are not willing to cooperate with those on the other side of the river, in the next town, or across the ridge. We have a responsibility to point out the advantages of development on such common ground as a river basin, market area, small watershed area, or transportation system. However, if patterns of social interaction are so firmly entrenched as to override strict profit motives, these should be the determinants of area size.

Lessons Learned

Success in an area development program depends upon two things: First, the interest of local leaders in banking, utilities, communications, agriculture, retail sales, and the like. Once they understand that economic development means more bank deposits, retail sales, construction, and income, they are willing to contribute time and money toward the program. In areas where social and political leaders view area development as a threat to wage rates or a tool to bring about the downfall of an aristocracy, we have not made progress.

The second factor needed for success is the inclusion of a city, dominant in the area. In addition to the reasons just discussed, this is necessary because cities long ago adopted the idea of planning their economic growth and have taken steps to encourage continued growth.

The economic justification for area delineation in our State has usually been determined by the trade area of the dominant city. In the largest area association, the Piedmont, Charlotte exercises an influence over the economy of all counties. Local citizens easily agree that as Charlotte goes, so goes the area. Further, this is a two-way growth advantage. Several industries have located in the region because of the advantages of a nearby large city.

Another factor, and from an economist's standpoint the soundest, is area delineation on the basis of an adequate resource mix. Our area development associations are usually organized with four committees—agriculture, industry, recreation and tourism, and community development. For these diversified programs to succeed, it is necessary that quan-

ties of labor, land, capital, transportation, water, and managerial skill be present.

The major accomplishment of community and area development has been the development of leadership on both the community and area levels.

Community and area development has provided a method for people to get together and analyze their situations, problems, and potentials; set up goals; and develop an action program to carry out practices and activities geared to long time objectives involving all the people.

Community and area development has been a means of developing more interest, participation, support, and sponsorship of business people, business organizations, farm leaders, and other groups in activities affecting all the people at both the community and area levels.

The educational steps followed in developing cooperation and coordination among groups of people often cause individuals to do a better job in analyzing their own situations and potentials, and developing plans to improve their own well-being.

Another major accomplishment of community and area development, especially in the last 2 years, has been the involvement of youth in the community program, particularly in decision-making.

Fulfilling Obligations

We have found that community and area development helps us to fulfill some of the basic ideologies and obligations of Extension. It is a means to multiply our efforts by channeling them through organized groups. It is a means to serve all the people, regardless of where they live.

Community and area development exemplifies those democratic traditions that have been part of our Extension heritage; the belief that local people, when provided leadership, are capable of finding the best solutions to their problems.

We have accomplished enough through community and area development to know that we are going in the right direction. We are confident that our rewards will be even greater in the future. ■



Combining County Strength

by DEWITT HARRELL,
Rural Areas Development Agent, and
GEORGE K. HINTON, Field Editor, Georgia

STRENGTH of individual parts, flexibility, and coordination are the elements needed to get a job done. This is true whether speaking of the individual human body or an effort like rural areas development.

Whether a single or corporate body, seldom is the same combination of these elements suitable for two different jobs. And even a nearly perfect performance may be of little or no avail unless carried out in cooperation with others.

The Georgia Rural Areas Development Committee has recognized this in forming its organizational structure. Rural development and related activities have evolved from an humble beginning 6 years ago to a total RAD program involving every Georgia county today.

Design for Efficiency

The committee recognized the need for cooperation with other bodies striving for the same common goals by designating six area development programs. For RAD to progress on many and varied fronts, the organization must be guided by not only a philosophy, but a coordinated effort of State, county, and local units.

First, committees were formed on two levels—State and county. This was planned to help carry out RAD's efforts more effectively.

The State committee is made up of 42 leaders who make recommendations, guide, and assist the overall effort. County committee members were chosen by local people, called together initially by the county agent. Membership of county committees ranges from 15 to 65.

The real strength lies in the county organization. It has been the key to the success enjoyed thus far. To the county group falls the responsibility for inventory of resources, sizing up local needs, and inspiring local people to improve their status.

Extension workers have long recognized the practicability of the county as a working unit. These people are used to working together and share a sense of unity and common interests.

County reports as of July 1, 1962, showed 280 projects in the action or definite planning stage; 445 more projects were proposed.

Despite the effectiveness of county committees, problems, common interests, and objectives often are not contained within county boundaries. This is where the need for coordination and cooperation among well-functioning, but separate bodies becomes obvious.

To date, six area development associations, or area planning and development commissions, have been formed. They involve 61 of the State's 159 counties.

Associating and cooperating with these larger efforts takes away nothing from the county committee. It is still the primary force for guiding RAD programs in the county; it works with the larger organization when problems that encompass the larger area need concerted action.

Basically these multi-county organizations belong only to the people that live within the area. Many groups assist them through the authority delegated by their own organizations.

The fact that the leadership of

several different groups felt the need for developing a certain area is indicative of the common bond that decided the areas to be organized. Such natural common bonds should be carefully sought out to insure cooperation of the many different interests that must be combined to formulate an effective area program.

Area development commissions in Georgia concerned with developing rural areas began in 1959 with the establishment of the Coosa Valley Planning and Development Commission. It involves 13 Northwest Georgia counties.

From this concept and the leadership of the State RAD committee and many other organizations, institutions, and agencies, five other areas have been organized.

Commission Philosophy

The statement of purpose adopted by the commission concisely explains the philosophy behind the formation of commissions:

"Towns and counties can no longer afford to try to go it alone in working out economic problems.

"Today, the virtual survival of a community is in great measure tied to the continued well-being of neighboring communities, and the growth of a county is likewise to its neighbor's prosperity.

"It is in this promotion and advancement of overall area development, combining all the communities and counties, that this organization will strive to function.

"To this end, the general purposes of this organization will be:

To provide a means whereby the towns and counties of this area can collectively consider economic development problems and needs of mutual concern as well as other matters of common interest.

To provide for the systematic investigation and analysis of the human, natural, and economic resources and potentials of Northeast Georgia.

To evolve a program for the sound development of the area.

To cooperate in carrying out those activities which will accomplish the objectives set forth in the program, and bring about the progress desired." ■



Training Technical action panels for Closer Cooperation

by W. N. WILLIAMSON, Assistant Director of Extension, Texas

UNANIMOUS agreement of the Texas Technical Action Panel regarding training for county panels has paid big dividends in their rural areas development work.

Observations and early experience showed that if the RAD process was to be workable, all straight-line USDA agencies—who did or would have members on the county Technical Action Panel (TAP)—needed intensive training in the RAD process and responsibilities and functions of the county panel.

There were other problems. No one person knew exactly how to do the job and no known experience could be drawn upon.

The State TAP had to resolve three questions—what subject-matter would be taught, who would teach it, and what procedures would be followed to answer the first two questions and get the training to the 254 county panels.

County Provides Guide

The State group asked for assistance from Extension and received it. Together, they decided to seek an answer to problem number 3 and went to the county level for guidelines and suggestions.

A full day was spent in Henderson County where local people, a county TAP, Extension agents, and others had been actively planning a broad program for total economic development. This county was selected because they had built up usable experience and might give direction to the training program needed.

Members of the State TAP and Extension encouraged full participation. Cooperation was excellent and the

pages of notes collected attested to the amount of valuable information gained from this source.

Armed with the information from this meeting, members of the State TAP and Extension organized their presentation.

Training Services Developed

The first training meeting for district and area level agency representatives was just 2 days after the county visit. A team from the supervisory level was organized and schedules developed so this training could be passed on to county workers.

Three other area meetings were held in the State at different locations to minimize travel by all supervisory personnel. After each meeting, a supervisory training team was designated to take information to county workers.

The statewide program was completed by October 1, but those in charge are already noting need for continuing the training.

Shared Responsibilities

A representative of the Farmers Home Administration served as chairman of each meeting and gave general direction for organizing teams and establishing schedules. Each agency explained its responsibilities and policies along with its relation to other agencies in the RAD process.

In each training meeting a factual presentation, followed by an open discussion, of the responsibilities and functions of a county TAP operating as a unit was handled by an FHA representative. The rural areas development concept and its relation to

established programs was discussed by a member of SCS. This presentation allowed for the inclusion of the need for and philosophy of RAD.

Switch in Traditions

A planned switch in traditional program responsibilities at this point paid big dividends. An ASCS representative explained the RAD process or the steps required for carrying out a RAD program.

Normally, an Extension person would have done this. But here was an opportunity for another agency to perform a function with which it was not entirely familiar. This switch required considerable preparation and study on the part of the agency representative so his presentation could reflect familiarity with his subject.

This format was followed throughout the first series of training meetings. If other meetings are held, the format may be varied so that others may have similar experiences. Most participants agree additional training meetings will be required as experience is gained and new developments and unforeseen situations arise.

The Texas TAP group points out that the plan worked well for them but modifications may be needed to make it successful in other States. Any statewide program in Texas not only involves many geographical differences but great distances which make single State meetings too expensive. Therefore, the four area meetings were held to train district supervisory personnel who in turn, through the designated teams, carried the training to the county and to those who can make the RAD process work. ■



Cooperative Effort Leads to Resource Development Success

ALABAMA's Rural Resource Development Program, outgrowth of an Extension Service self-study in 1959-60, has come about through the cooperative, concerted effort of many individuals, agencies, and organizations.

The study was made to (1) determine the problems and opportunities in Alabama agriculture, and (2) determine Extension's need for more effectively conducting educational programs to improve economic and social conditions in the State.

Setting High Goals

Extension launched a program in 1960, with two major objectives:

- (1) To further expand Alabama's agriculture to increased productivity and efficiency. (The goal is a \$1 billion farm income by 1970.)
- (2) To use more wisely and completely all human and physical resources not needed in agriculture by further developing business, industry, and recreational activity. (Industries that process and market farm products are emphasized particularly.)

In 1961, additional resources were made available to Extension for implementing the Rural Resource Development Program. Twelve Area Rural Resource Development specialists were employed and located in each of the 12 economic areas. Training meetings were held with State and county Extension staffs.

County committees were organized and composed of representatives from agriculture, agribusiness, education, industry, State, and Federal

agencies. County agents serve as secretaries to the committees.

Area committees are composed of county RAD chairmen, vice chairmen, and secretaries. The Extension Area Rural Resource Development Specialists serve as secretaries.

Technical panels, composed of representatives of USDA straight-line agencies, provide assistance to the county, area, and State committees.

Throughout this building process, efforts have been made to develop a philosophy that this program requires local effort and initiative. Individuals, organizations, and agencies have a contribution to make. And a cooperative, concerted effort is the key to success.

One of the first efforts of county and area committees was to survey their local resources and analyze their opportunities. Area overall economic development programs (OEDP) were prepared. In compiling these OEDP's, county committees and subcommittees gathered data that enabled county RAD committees to develop provisional OEDP's.

Concrete Results Show

Results of the Rural Resource Development Program are evident.

The Griffith Packing Company of Demopolis received the first ARA loan in the State and has begun expansion. Frank Jones, Morengo County agent, says this project will provide a market for an additional \$1 million worth of livestock for the area. This means direct employment for 30 more people and indirect employment for a number of livestock producers.

B. B. Williamson, rural resource development specialist, and county agents in Area IX report that county and area committees plan an intensive livestock program for 1963-

64. Slaughter cattle production and marketing offers one of their best opportunities to expand agricultural income.

Extension specialists are developing recommendations and educational material for promoting this project. County agents will establish demonstrations and conduct an intensive educational program.

FHA supervisors have pledged support for the demonstrations where needed. Other agricultural workers and members of the technical panel will contribute according to their roles and responsibilities.

Results of the Rural Resource Development Program are also evident in other areas of the State. The town of Berry, population 645, received a loan of \$139,000 and a \$98,000 grant to expand and construct water and sewage facilities. This gave a local garment factory opportunity to expand operations, thus providing jobs for 75 additional people.

Similar things are happening in the town of Fayette. ARA approved a loan and the U. S. Department of Health, Education and Welfare is making a grant which will provide needed sewage disposal for expanding industry.

Fayette also floated a \$100,000 bond issue, which won approval from more than 90 percent of the local voters. As in Area IX, Berry and Fayette had active local participation with the RAD committee, chamber of commerce, and mayor.

Progress results when education comes into play upon the many human and physical resources of an area. By developing people's knowledge, skills, and attitudes, and wisely using the State's physical resources, Alabama can become a better place in which to live. ■

“WHAT do you want it to do?” This is the question the architect asks as he sits down with the building committee, whether for a home, church, or factory.

Similarly, a youth development committee in rural areas development can take a fundamental look at the potentials of a whole county or area and help answer the question, “What do you want the Extension youth program to do?”

facing youth, young adults, and the families and communities of which they are a part.

Youth, youth leaders, young adults, and key community leaders interested in young people—all need to participate in the county and area RAD youth development committees that: (1) inventory resources, (2) analyze the situation, (3) identify problems, (4) establish priorities, (5) decide action, (6) propose programs and proj-

Members of the county Extension committee

Selected older young people

A RAD youth development committee has two main responsibilities:

- (1) To use every resource at its disposal to describe sharply and clearly the youth situation, trends, and problems, as they see them in the county or area; and
- (2) After making a careful study,



Making Youth Development Part of RAD

by ROBERT R. PINCHES, Program Leader,
4-H and Youth Development, Federal Extension Service

How can we be sure that Extension 4-H and young adult programs are concentrating on the really vital problems facing young people growing up in our communities? Like the church congregation, we need the best “building committees” and the best “architects” we can get to design the future Extension program to meet the needs of young people. County RAD youth development committees can be the spearhead in redesign of Extension youth programs.

We have an unprecedented wave of young people reaching maturity in most communities. These young people are our most important resource. Their future is intimately intertwined with local educational opportunities, health services, family backgrounds, and community participation opportunities.

In the area of youth development, RAD gives Extension the opportunity to provide leadership, organizational helps, and education as committees of local people focus on the total development of human and economic resources. Local RAD youth development committees or subcommittees, in cooperation with overall resource development committees, need to give direct attention to the situations

ects, and (7) enlist such aid as may be needed to take action on approved proposals.

This involvement process can become a major element in determining Extension’s educational efforts with youth and young adults. In addition, these committees can help guide the concerted efforts of many private and public agencies and organizations.

Local RAD youth development committee members need to be carefully selected. Their first job is to rigorously analyze the local situations in which youth and young adults find themselves. They may call on outside resources and specialists for additional insights.

Successful RAD youth development committees often include 8 to 15 members. Community leaders from the following areas of interest could be considered:

- School teachers or administrators
- Members of the clergy
- PTA or school board members
- Leaders of church youth groups
- Youth council members
- Civic or service club representatives
- Farm organization leaders
- Juvenile officers
- Labor officials
- Welfare workers

to highlight areas of concern where educational efforts and community action are needed.

This kind of comprehensive planning will form the basis for program changes by many agencies and private organizations, including Extension. Such comprehensive planning should be part of every overall economic development program (OEDP). From the standpoint of Extension, comprehensive planning by a youth development committee, in conjunction with local RAD committees, can help redirect our educational efforts in working with youth and young adults.

As professional Extension staff members deeply concerned with the youth in our counties, we need practical and modern programs to help them move into this more complex society. What kind of program design do we need for Extension educational work with youth and young adults?

Do the young people of the area have enough opportunity to learn about the nature of modern business, industry, and agriculture? Are they equipped to enter the labor market in

(See *Youth Development*, page 259)



Typical of the "It Pays to Know" tours of local recreation attractions, is this group of Ontonagon County businessmen at an Ottawa

National Forest campsite on Courtney Lake. Upper Peninsula, Mich., residents are learning to see their locale as tourists see it.



Boosting the Tourist Economy X

by CLARE A. GUNN, Tourist and Resort Specialist, School of Hotel, Restaurant, and Institutional Management, Michigan

"A TOP interest-getter. Strengthened local tourist association and chambers of commerce. Awakened local interest and created closer cooperation. Closer relationship between tourist businesses and other local businesses."

Such were the comments from county agents in Michigan's Upper Peninsula recently polled on the success of the "It Pays To Know" campaign initiated last winter.

"It Pays To Know" was a combined educational and promotional effort to improve the ability of local people to host tourists. The educational phase consisted of a series of classes, sales clinics, and tours. This was followed by a contest during which unidentified

teams of "shoppers," posing as tourists, selected the best hosts in each community.

The effort was prompted by: (1) a slight drop in tourist business while business in many other areas increased; and (2) knowledge that the local attitude toward visitors was not what it should be.

Concern over these problems was shared by Dr. Uel Blank, then director of Cooperative Extension Service in the Upper Peninsula, and Kenneth Dorman, secretary-manager of the Upper Michigan Tourist Association. With further urging from State Director of Extension N. P. Ralston, forces were rallied to do something about the problem.

Since January 1962, local people in all 15 counties of the Upper Peninsula have been alerted to the need for improving treatment of tourists. This ranged from newspaper stories and editorials to formal classes in waitress training. Local committees were organized by Extension agents in nearly all counties, and the Upper Michigan Tourist Association sponsored a contest to spark the campaign.

As this article was written, prizes and certificates of merit were being awarded in all Upper Peninsula counties to the "best host" for 1962. This award is based upon a unique "Shoppers' Survey" of over 600 contacts with local service station attendants, clerks, and waitresses.

Over 100 newspaper stories and editorials in county or city papers, 50 radio programs, and 17 TV programs alerted interest in local tourist business problems. It is estimated that

over 3,000 people participated in either special training sessions on hosting or local tours to learn of important attractions local people have overlooked.

In Gogebic County, more than 1,000 resort people and job-seeking high school students attended tourist hospitality clinics.

A tour of north end tourist attractions so intrigued 24 Ontonagon County employers, they asked their county agent to schedule a second tour so they could take a new look at other wilderness scenes which they hope will prolong tourist visits. Attractions tours were also staged in Alger, Baraga, Mackinac, Dickinson, and Schoolcraft Counties.

In Schoolcraft, both operators and employees used the time between tour stops to discuss best methods of hosting family groups touring the Peninsula. Baby sitters were trained, certified, and listed at area chamber of commerce and motel offices.

Luce County's new road identification program is focused on scenic attractions. And more than 100 resort people reviewed a new map to be sure they could properly direct visitors to choice spots.

In Houghton County, the campaign was tied in with an annual hospitality school which has already helped hundreds of teenagers secure better jobs in the tourist industry. Escanaba businessmen closed their shops one morning so they and 200 employees could attend a sales clinic. A similar clinic in Chippewa County was preceded by a survey to find the 10 most frequent requests and questions from tourists.

Success from Cooperation

These are just a few examples of the action phase of the "It Pays To Know" campaign. But this took a great amount of effort on the part of many. It was a dramatic illustration of the "cooperative" in Cooperative Extension.

The campaign all began with a kickoff meeting of representatives of the Upper Peninsula press, radio, TV, and chambers of commerce suggested by James Gooch, MSU Information Specialist. It was here that many aspects of the campaign were discussed

and the title "It Pays To Know" adopted.

My role, as campus-based specialist, was that of organizing, scheduling, and providing information. Two other specialists also having tourist and resort responsibilities, Gladys Knight and Robert McIntosh, actively participated in the program. The District Director's office in Marquette put full administrative support as well as program guidance behind the project.

Many conventional subject-matter specialists, in such fields as soils, forestry, and consumer information, discovered that their resources and talents could be applied in this effort to aid the tourist industry.

Each county office assumed full responsibility for local planning and organization. In each county some local group, such as a service club, chamber of commerce, or tourist association, set up a committee to sponsor, manage, carry out, and publicize the event.

Working along with all these cooperating groups, were members of the Upper Michigan Tourist Association.

Long-Range Interest

The long-range results of the campaign may be even more significant. Obviously, it will provide a better image to the traveling public. Local people are now more concerned about their own welfare. Probably most significant of all is the fact that a wider range of community interest in the recreation industry has been created.

Iron County, for example, is carrying on a research project to determine local untapped opportunities for further tourist development. The tourist and recreation committee of UPCAP (Upper Peninsula Committee on Area Problems), is sponsoring a major research study of the Upper Peninsula tourist potential.

A special series of cook and baker vocational training classes are now being planned for two or three locations in the Upper Peninsula. Both local and State RAD committees are sponsoring these and other programs which promise to move this area rapidly forward in its fight against a declining economy. ■

YOUTH DEVELOPMENT

(From page 257)

expanding industrial and service areas on a fully competitive basis with young people from other areas? Do they lack vocational training opportunities? Are young people dropping out of school before completing high school? Is the rate of juvenile delinquency high? Do youth have opportunities for wholesome recreation and are they receiving training in the wise use of leisure time? Are physical and mental health services adequate? Are there positive educational programs in citizenship and public affairs? Is there adequately trained and sufficient leadership, both voluntary and professional, to assist youth groups and youth programs?

Some Facts to Face

Unemployment is highest for young workers and those with least schooling.

Ten million rural youth are expected to enter the labor force during the 1960's.

U. S. will have nearly a 50 percent rise in number of youth reaching 18 in 1965—1960, 2.6 million; 1965, 3.8 million.

Thirty-six percent of U. S. youth drop out of school before high school graduation.

If the answer to any of these or similar questions is "No," then your youth development committee has a job of fact-finding, proposing and evaluating alternatives, and then working with the community toward the solution of priority problems.

The vigorous leadership of county Extension staff members and top-level youth development committees is needed. RAD planning efforts can be a spearhead in Extension youth program redesign. But the tough question stated in the beginning still remains, "What do you want the Extension youth education program to do?" ■



They Thought It Was a Wasteland

by ABNER B. LEMERT, Assistant Editor, Tennessee

A FEW years ago, Houston County was considered a depressed county, a holdover from frontier days. It was often described as "the isolated part of north central Tennessee which progress bypassed." In 1955 the yearly per capita income was \$600, farms grossed less than \$1,000 annually, and a high percentage of the labor force was unemployed.

The homes were rustic, clapboard cabins handed down from generation to generation. Outhouses were common, not an exception. In fact, only 52 farm homes had plumbing for an indoor bath; only 10 had central heat.

County Metamorphosis

Today, just 7 years later, the people of this county are engulfed in modern-day activities. The early morning sun, casting its golden glow over the high, forested hilltops of this county, finds the hardy, muscled farmer hurrying about his chores much the same as in years past. But his aromatic breakfast of bacon and eggs is being prepared in a completely remodeled all-electric kitchen.

Soon neatly dressed children are at the roadside awaiting the school bus, and Mom and Dad are off to work in town.

What has happened?

In 1955 word spread about a rural development program. The idea of a countywide renovation project seemed complex to many citizens.

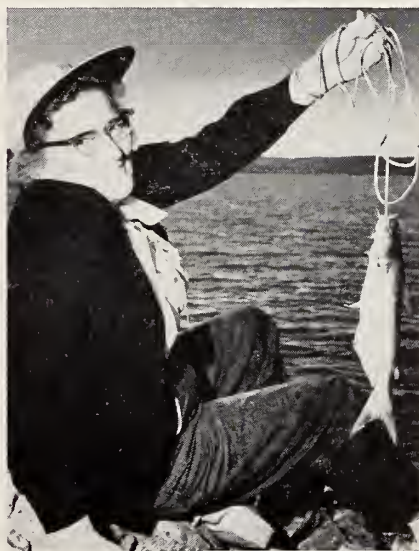
Some families openly said, "What was good enough for my parents is good enough for me." But civic leaders immediately became sold on the development idea sparked by the County Extension Service.

In 1956 the State Rural Develop-

ment Committee invited county leaders to participate as a pilot county in the rural development program. At a mass meeting of 150 people, the citizens wholeheartedly accepted the challenge of self-help through organized leadership.

At this meeting, it was decided that a 12-man steering committee should be organized. Carlisle Mitchum, a local druggist, was named chairman, and J. D. Lewis, county Extension agent, became secretary.

Thus activated, the program came alive. The steering group vividly realized the importance of the program reaching every home in the county. This could only come about by countywide participation in the project. Twelve subcommittees, with a total membership of 121, were appointed.



The fishing's fine in Houston County's two large lakes that provide recreation, barge transportation, and electrical generation.

Editor's Note: Mr. Lemert reports that this article was prepared in cooperation with Marvis D. Cunningham, Assistant Resource Development Specialist, and J. D. Lewis, Houston County Extension Agent, Tennessee.

These committees were charged with carrying out a bootstrap operation in each of the fields they represented: agriculture, education, forestry, gardening, health and welfare, home and family living, industry, publicity, recreation, religion, and roads and utilities.

Accomplishments Marked

Among the accomplishments of these dedicated groups are:

- New courthouse
- New post office
- Two new schools
- Five new industries
- New health clinic
- Two new churches
- New fairgrounds
- Ferry across Kentucky Lake
- Semiannual feeder pig sales
- Vacation resort
- Two new motels
- Landing strip for airplanes
- Three new semi-public swimming pools
- Lighted ball park
- 60-acre industrial site
- Dental care program
- Intensified soil fertility program
- Special pasture program
- Active forestry program
- Lawn beautification
- Countywide home nursing workshop
- Bookmobile
- Three new civic and 10 community clubs
- Expanded water and tentative sewage system
- Picnic and boating facilities

This list could go on and on. These things do not "just happen." Each development has an interesting story behind it that residents of the county

proudly tell. But in each case, the progress can usually be traced to the 12-point program activated under RAD.

Success from Determination

How did some of these improvements come about?

Although a large part of Tennessee is heavily industrialized, until recently Houston County had failed to draw anything that would give the home folks steady employment. A few sawmills for the most part provided only sporadic work. And when the \$1 per hour minimum wage law went into effect, some of these went out of business.

A determined industrial committee went to work. The members solicited businesses and families in the county time and again. A large bulletin board with the names of contributors appeared on the courthouse lawn.

"I guess not a person in the county was missed in this all-out drive," said Webb Mitchum, a committee member. "We even got some outside help from neighboring counties. In no case could we assure these people that they would get their money back."

In less than a year, the committee had enough cash to erect a shell for an industrial building with 30,000

square feet of floor space. Now, in this building, modernized and expanded by the two firms that occupy it, some 200 men work. Many of these employees come from some of the most remote areas of the county. They are now skilled machinists making airplane and missile parts and precision gauges.

The landing of Bryce and Southern Gage Companies was the spark that the community needed. The past 2 years have seen a \$200,000 industrial building go up in a 60-acre industrial park near the city limits. The building was erected by willing taxpayers; the land was purchased with "friendship bonds" or donations.

The textile firm that now occupies this building could employ 300 or more women when in full operation. A grant and loan from ARA now has been approved to extend water to the building.

In addition to these out-of-state firms, some local manufacturers are incorporating. The Taylor brothers now are turning out steel scaffolds by the hundreds, and the Cook Valve Co., has extended operations. These two companies will employ about 100.

But total resource development in Houston County has a much wider scope than industrialization. For instance, in 1955 as high as 56 percent

of the children were being raised on inadequate diets; 92 percent had bad teeth.

Mary Linton, county health nurse, was employed in the county in 1956. The county now is working toward an approved water supply, fluoride tablets are supplied in the schools, and the county has the highest percentage of residents under age 21 immunized against polio.

The overwhelming progress of this county reaches into nearly every area of life.

County leaders are driving hard to get a Between-the-Lakes State park established that would span the area's beautiful, rugged terrain between Kentucky Lake on the west and Barkley Lake on the northeast. The limestone cliffs, timbered bluffs, and narrow valleys gushing springs and creeks, would be ideal for vacationers, residents believe. Hopes are high for an interstate highway system that would open up this county. Presently it has only 45 miles of State highways and no Federal highways.

As has been illustrated many times in this revived county in the past few years, a hope and a wish have gone a long way.

Thus the picture has changed in Houston County, the county many thought was wasteland. ■



School Superintendent Billy G. Alsobrooks checks plans against one of Houston County's two new schools.



Inspiring a Progressive Attitude

by DR. HARRY CLARK, Special Extension Agent, Lincoln County, Oregon

LINCOLN County, Ore., covering 60 miles of Oregon's Pacific Coast-line, has a population of 24,635. These people depend on lumbering, tourism, commercial fishing, and agriculture, in that order, for their livelihood.

High unemployment and experience as a RAD pilot county made Lincoln County eligible for Area Redevelopment Act assistance and a special Extension agent for rural areas development.

This special agent (the author) was assigned to continue and expand RAD work and inspire the various segments of the county's economy to recognize, respect, and help each other.

Overcoming suspicion and encouraging a positive attitude among people were the big tasks. Key leaders were told about the development programs. Then, detailed information on the RAD and ARA programs was presented at two public meetings. These were to determine whether there was enough interest to formally organize and take advantage of the programs. The opinion was favorable at both meetings.

Dual Program Committee

The Lincoln County Court of Commissioners, administrative body of the county government, was asked to appoint a committee to fulfill the needs of both programs. This committee was to be representative of geographic areas as well as major segments of the county's economy.

The 15-man Lincoln Area Redevelopment Committee was named after consultation with Extension agents and others.

Explaining programs and changing attitudes of people is difficult and slow. Fortunately, the editor of the

county's largest weekly newspaper serves on the committee. He understands its purpose and has been able to interpret this for the public through his paper's columns. Another newsman who serves two radio stations has offered enthusiastic support.

Through these men and the other newspapers and radio station, the man-on-the-street better understands what is going on and what can be expected from the programs. Only about 150 people are active on RAD committees. But the majority of the county's citizens are participating by talking about the program, expressing ideas, and reflecting a progressive attitude.

This feeling was noted by radio newsman Ron Phillips who said, "The attitude of community leaders and the community itself has turned upward, realizing the benefits that will accrue shortly. The pessimistic psychology of recent years has almost ended as quickening hopes for the future are making themselves felt."

Tangible Goals Viewed

Preparation of the provisional Overall Economic Development Program and its acceptance on both the State and national levels was the foundation for future developments. Actual listing of key economic problems and opportunities gave community leaders definite objectives.

Harbor and dock improvements, an improved highway to the interior, and the need for greater information about the county's forest resources and their utilization were among items pinpointed in the OEDP.

The OEDP showed both State and Federal agencies that the people of Lincoln County were united in what they wanted for their area.

The Forest Service is making a complete inventory of government-owned timber, with an eye toward increasing the annual allowable timber harvest. This would mean more jobs. FS has already completed a study of opportunities for forest industries in the county. The Oregon State Parks Department is speeding plans for a new park along the Pacific Ocean, a tourist attraction.

A bonus benefit of the OEDP has been the encouragement to private sources of development capital through potential investment opportunities revealed. As a result, a new 60-bed nursing home, a multi-million dollar residence and recreation complex, a new sports boat marina, and several new motels are in various stages of construction.

Interweaving Interests

Some time was lost in the beginning by failing to utilize existing groups on special interest subcommittees. In many cases, these groups could have been asked to assist if their interests and activities had been known.

Recognition and development of leadership qualities and abilities are vital to a successful program. Unless potential leaders have an opportunity to accept responsibility their capabilities may go unnoticed. The organization of numerous subcommittees to study only segments of a larger problem, increases the opportunities for identifying leaders.

The development of an optimistic and progressive attitude toward the opportunities for total resource development is important, but requires time and patience. The idea that economic development is contingent upon events in adjoining areas is not readily acceptable to all people.

It also is difficult to create a feeling of mutual respect and acceptance among the segments of the economy.

The combination RAD-ARA program provides individuals and communities with financial and technical assistance beyond their expectations. New sources of assistance are continually being recognized by the people as they begin to develop projects for the utilization of available resources and solution of economic problems. ■

WOODLAND OWNERS

(From page 249)

Tracts owned by "neighbors" were definitely in this class, and the "influencees" were not much different. Slightly more than one-third of the Tree Farmers had less than 100 acres of woodland.

On the other hand, about 4 out of 10 of the Tree Farmers owned 100-

FEASIBILITY STUDIES

(From page 248)

possibilities. The cold storage study clearly indicated no economic need; there are adequate facilities nearby.

The feed mill study indicated that with current feeding levels, the facility would show a slight net loss on each year's operation. However, the local group felt that feeding in the area would increase and that local volume will be larger than indicated by the study. They have purchased land, hired a manager, and plan to begin construction shortly.

Problems pointed out by the study involving the feed lot for fattening cattle caused the people involved to delay action.

The feasibility study on charcoal briquetting was submitted as supporting data to the Area Redevelopment Administration with a formal request for financial assistance for construction.

Extension personnel can make a very definite contribution in this type of study. Extension economists can point out trends in the industry, indicate problems and trends in the marketing system, gather facts over a wide area, and use the results of research in the local State as well as others. These will help point up the most logical solution to the problem.

These feasibility studies can be of great value in helping the local organization inform all people and this is basic to action programs. Since completion of the initial studies, several others have been requested on problems of expansion, modernization, or addition of services.

Extension personnel working closely with local RAD committees in this manner can contribute valuably to local economic development. ■

499 acres, and about 2 out of 10 owned more than 500 acres. Only 12 percent of the "influencees" owned more than 500 acres, and only one "neighbor" claimed that many acres.

How did the three groups compare financially? Since 4 out of 10 Tree Farmers were either businessmen or professionals, it is no surprise that more than half were earning more than \$6,000 annually. Almost one-fourth earned more than \$10,000. Only 12 percent of the "influencees" and 6 percent of the "neighbors" had an income of more than \$10,000. Actually, two-thirds of the "neighbors" earned less than \$4,000 annually, as did almost half the "influencees."

Education is usually associated with adoption of new practices and these data bear out that association. Approximately one-fourth of the Tree Farmers had a college degree, and 21 percent had graduate training. Only 5 percent of the "neighbors" and 14 percent of the "influencees" had completed college.

Not all Tree Farmers were college men, however. About one-third of them never had gone beyond 8 grades.

But, two-thirds of the "neighbors" and more than half the "influencees" had never gone beyond 8 grades.

Innovators' Characteristics

Apparently, from the Kentucky data, forest innovators are much like other innovators when compared with their neighbors and others. They are better educated, have higher-status jobs, make more money, have more land. We believe that further analysis will demonstrate an association between these social characteristics and the patterns of forestry practice adoption as well as the reasons for adoption.

Individual consultations with large tract owners by professional foresters would seem more effective in the dissemination of forestry practices than group meetings for woodland owners in general. Our data also suggests that the forest innovator receives his major influence from professional sources. In turn, he influences other woodland owners who appear to resemble the innovator in social characteristics more than the average woodland-owning neighbor does. ■

COOPERATIVE EDUCATION

(From page 245)

attractive to industry; others may have resources suitable only to recreation.

The preparation of an economic development program or OEDP should not be approached as a "one-time" chore. The program should be a dynamic document, subject to change and amendment.

Its consideration and reconsideration by the people is the educational process. Needs change and programs change! As they do, it is Extension's challenge and opportunity to carry out the responsibility given us by the Smith-Lever Act for assisting and counseling local people "*in appraising resources for capability of improvement in agriculture or introduction of industry designed to supplement farm income.*" ■

PROGRESS IN RAD AND ARA

	August 1, 1962	In ARA Areas	In Non- designated Areas
Number of County Committees		885	809
Number of Area Committees		118	41
Number of OEDP's Submitted		482	72
Number of OEDP's in Process		284	347
Projects Being Planned		1,475	2,392
Projects Being Implemented		753	922
Projects Completed		281	121
County Meetings Held		5,721	4,376
Area Meetings Held		408	155



Rural Housing Loans Important to RAD



Mr. and Mrs. C. M. Montgomery of Attalla, Ala., (above with County Farmers Home Administration Supervisor Jeff Morgan) are building a new home identical to the one below. The Montgomerys were granted the first rural housing loan to an elderly couple. The new home is a 4-room, 1-story structure, equipped with modern water and electrical systems. Their old home, about 100 years old, is part of a former county post office.

The first rural housing loan to an elderly couple under the Senior Citizens Housing Act of 1962 was awarded to an Alabama couple this October.

Under this Act, persons 62 years of age and over can obtain loans from the Farmers Home Administration to buy, build, or improve their homes; finance the cost of building sites; and use cosigners to assume loan payments. Loans are made to applicants who cannot obtain the needed credit from other sources.

Secretary Freeman said, "As this age group grows in size (senior citizens constitute the fastest growing segment of the U. S. population) the problem of finding adequate housing becomes more acute. . . . As a group, the older people in rural areas are in the low-income brackets. . . .

"An estimated 29 percent of the homes in rural areas either need major repairs or are so dilapidated that they should be replaced.

"The rural housing loan program is specifically designed to help correct this deficiency. . . .

"Loans to provide housing make an important contribution to rural areas development. The construction provides job opportunities. . . . Businessmen benefit, too, from the increased volume of sales."

